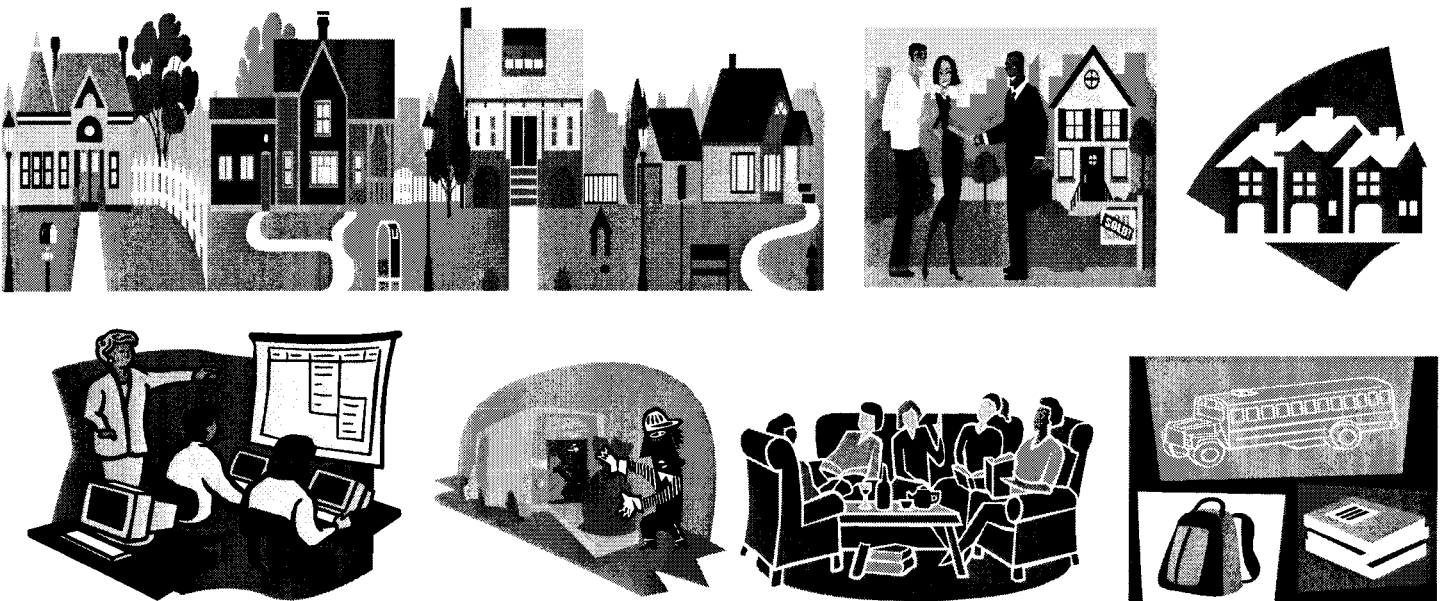


**2009**  
***CITY OF INDIANAPOLIS***  
***Consolidated Annual Performance &  
Evaluation Report (CAPER)***



*Affordable, sustainable decent neighborhoods, housing, supportive services, and training, creating economic opportunities*



***Department of Metropolitan Development -  
Division of Community Economic Development  
(March 31, 2010)***

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# EXECUTIVE SUMMARY

In order to address housing and community development issues that face Indianapolis neighborhoods, the City of Indianapolis receives federal grant funding from the United States Department of Housing and Urban Development (HUD). As part of the application process for these grants, the City must produce a Consolidated Plan, a five-year strategic overview of the community's current needs and specific actions for addressing these needs.

At the close of each program year, the City completes a Consolidated Annual Performance and Evaluation Report (CAPER) designed to summarize those activities undertaken by the City to meet the objectives set out in the Consolidated Plan. The City's current Consolidated Plan covers the years 2005 through 2009. The City completed its final year of Consolidated Plan implementation in 2009.

Four federal entitlement grants make up the bulk of the funding that supports the activities detailed in this report: the Community Development Block Grant (CDBG) Program, the HOME Investment Partnerships (HOME) Program, the Emergency Shelter Grant (ESG) Program, and the Housing Opportunities for Persons with AIDS (HOPWA) Program. The Indianapolis Continuum of Care, which is comprised of the Supportive Housing Program (SHP) and the Shelter Plus Care Program (S+C), is a competitive federal grant that is also used by the City, particularly to combat homelessness. All together, the City received more than \$15 million in HUD funding through these various grant programs.

## Annual Accomplishments

The activities undertaken in 2009 with these federal dollars address the needs and priorities identified in the 2005-2009 Consolidated Plan. This Plan includes eight goals and several strategies to meet the identified needs and priorities.

The first goal in the Consolidated Plan is to increase the availability of safe, decent, affordable housing. In 2009, the City awarded CDBG and HOME funds to acquire and rehabilitate 10 substandard units for homeownership, create 210 rental units, provide direct homeownership assistance to 42 homebuyers, and assist 260 homeowners with repairs to their houses.

The second goal is to prevent homelessness for special needs populations and persons at-risk of homelessness. Approximately 4,910 units of emergency rent and utility assistance were provided to people in 2009. In addition, over 11,000 units of supportive services such as legal services, child care, health care, case management, and transportation were provided to people working towards self-sufficiency.

The third goal is to decrease the number of homeless individuals/families in Indianapolis. In 2009, 327 households received rent assistance through the Shelter Plus Care program. Also in 2009, 20 new units of permanent supportive housing were brought on line in Indianapolis.

The fourth goal, increasing educational opportunities, was met by funding youth programs emphasizing education and life skills and adult job training programs. In 2009, 4,881 youth participated in youth programs funded with CDBG dollars and 1,361 people received job training.

The fifth goal in the Consolidated Plan is to support capital enterprise development for job creation. CDBG funds were leveraged with private resources to work towards this goal. In 2009, new jobs creation with CDBG funding greatly surpassed the 2009 goal and brought the 5-year total to 123% of the 5-year goal.

The sixth goal is to eliminate unsafe buildings and sites. The City used CDBG funds, local funds and State grant funds to fund the Unsafe Building Program and the Indianapolis Brownfields program. Approximately 8,500 unsafe buildings were secured, demolished, or repaired in 2009. In addition, 26 brownfield sites were assessed or remediated in preparation for future development.

The seventh goal, increase community building activities to foster the Great Indy Neighborhoods Initiative, was met by identifying and training 430 neighborhood leaders. In addition, neighborhood Quality of Life Plans continued to be fostered and adopted throughout the GINI areas.

The final goal identified in the Consolidated Plan is to combine housing opportunities with social and public services. In 2009, 40 percent of the services funded with federal dollars were connected to permanent housing and 100 percent of the housing development projects funded with 2009 grant funds were within a 10-minute walk of public transportation.

In many instances the City met or exceeded its annual and five-year goals identified in the Consolidated Plan; however, there were a few goals that were not met. The City will continue to focus efforts on all eight goals going forward.

This Consolidated Annual Performance and Evaluation Report provides information and details on the use of United States Department of Housing and Urban development funds. This report also includes activities that reduce impediments to fair housing, activities undertaken in partnership with the Indianapolis Housing Agency, activities that eliminate barriers to affordable housing, activities funded to address homelessness, and accomplishments made in the Neighborhood Revitalization Strategy Area.

## Assessment of Five-Year Goals

The *2005-2009 Consolidated Plan* includes goals that address the City's housing and community development needs. In addition to these five-year benchmarks, the City sets similar goals to be achieved each year in the *Annual Action Plan*. The goals and progress towards each are discussed in this section of the Consolidated Annual Performance and Evaluation Report.

### **Increase the availability of safe, decent, affordable housing**

The Consolidated Plan includes five strategies to increase the availability of safe, decent, affordable housing. This goal will be met by:

1. Rehabilitating substandard units to create rental housing for persons at 0-30 percent of the median family income (MFI). In 2009, the City invested HOME funds to complete affordable rental units, 85 of which were developed for families earning less than 30 percent of the area median family income. The City has exceeded the five-year goal to create 550 rental units for our extremely low-income population, having produced 603 units (109%).
2. Rehabilitating substandard units to create rental housing for persons at 31-80 percent MFI. The 2009 goal was to create 40 rental units for this population. The City completed 125 rental units for families earning between 31 and 80 percent of the area median family income. The City has more than doubled the five-year goal to create 200 rental units for this population with 418 units having been created (209%).
3. Rehabilitating substandard units to create homeownership opportunities for persons below 80% MFI. In 2009, the City awarded HOME funds to community development corporations to acquire, rehabilitate and sell houses to low/moderate-income homebuyers. The city achieved only 30% of its annual goal (10 units produced) and 30% of the five-year goal (70 units produced with a goal of 230). Much of this is due to the collapse of the housing market nationally.
4. Constructing new homes as part of a strategic comprehensive development plan to create homeownership opportunities for persons below 80% MFI. In 2009, the City awarded HOME funds to community development corporation to construct 18 homes for low/moderate income homebuyers. This goal was achieved with 20 units being produced. The city has achieved 91% of its five-year goal to build 80 new homes (73 units produced).
5. Increasing homeownership opportunities of low-moderate income persons through down payment assistance. In 2009, the City invested HOME funds to provide direct homeownership assistance to 42 homebuyers. In the final year of the Consolidated Plan, the City has achieved 96 percent of the five-year goal to provide down payment assistance to 260 homebuyers.
6. Assisting homeowners with repairs to their homes. In 2009, the City invested over \$3.6 million to provide repairs to 330 units. The City exceeded its annual goal and five-year Consolidated Plan goal. To date 123% of the five-year goal has been met.

### **Prevent homelessness for special needs populations and persons at risk of homelessness**

In 2009, the City provided rent assistance, utility assistance and supportive services to homeless persons, senior citizens, persons with disabilities, persons with HIV/AIDS and persons at risk of homelessness. These services were provided using a combination of funding sources such as,

CDBG, ESG, and HOPWA. The City provided 4,910 units of emergency rent and utility assistance to at-risk people. In addition, 11,186 units of supportive service were provided to people working towards self-sufficiency. This number far exceeded the annual goal and five-year goal.

Four of the strategies identified to prevent homelessness for special needs populations are to provide housing and services for persons with HIV/AIDS and their families. These are new strategies that were included in the City's amended Consolidated Plan that was released in November of 2006. 2007 was the first year to track and report the progress toward achieving these goals. The percentage of five-year goals in the charts below reflects the 2009 accomplishments.

### **Decrease the number of homeless individuals/families in Indianapolis**

In 2009 the City provided rent assistance through the Shelter Plus Care program for 327 units of permanent supportive housing. The City exceeded its annual goal and has achieved its five-year goal. In addition, the CoC brought on 20 new units of permanent supportive housing in 2009, which brought the total for the 5-year plan to 144, surpassing the 5-year goal (120%). Finally, the City awarded Supportive Housing Program funds to housing and services providers to provide support services to homeless individuals/families. In 2009, 3,396 homeless persons received supportive services. This number far exceeds the five-year goal to provide services to 4,000 people.

### **Increase educational opportunities**

The City funded 12 organizations through the summer youth program and 11 organizations for year around youth programs in 2009. Most of these youth programs emphasized education and included outcomes to increase student grades. Others focused on improving life skills, job training, summer employment and drug prevention. In 2009, 4,881 youth participated in youth programs funded by the CDBG program.

In addition to increasing educational opportunities for youth, the City awarded CDBG funds increase educational opportunities for adults through job training. In 2009, the City funded 14 organizations to provide job training, placement and retention services to low-income persons working towards self-sufficiency. The City exceeded its annual goal by providing job training to 1,361 individuals.

### **Support capital enterprise development for job creation**

Over the past seven years, the City has invested CDBG and Section 108 Loan funds into the Keystone Enterprise Park development. This project consisted of property acquisition, relocation, infrastructure improvements and site preparation for an industrial park located in the Martindale Brightwood neighborhood. In 2009, new jobs creation with CDBG funding greatly surpassed the 2009 goal and brought the 5-year total to 123% of the 5-year goal.

In 2009 the City awarded \$150,000 of CDBG funds to the Local Initiative Support Corporation (LISC) to provide exterior façade improvements to 7 commercial/retail buildings located in urban commercial corridors. The project is a component of the Fostering Commercial Urban Strategies (FOCUS) initiative. The purpose of the FOCUS initiative is to jumpstart commercial revitalization in declining core urban neighborhoods.

### **Eliminate unsafe buildings and sites**

The Indianapolis Brownfields Redevelopment Program has identified over 120 properties in need of cleanup and redevelopment in Center Township alone. The targeted areas are former industrial or commercial sites where perceived or real contamination is prohibiting redevelopment. The



Consolidated Plan indicates that the City will use CDBG funds to assess and clean up four sites per year. In 2009, the City assessed 26 brownfield sites, remediated 4 and demolished one. These efforts contribute to the elimination of unsafe building conditions and environmental hazards.

The City invested CDBG and local funds in the Unsafe Building program in 2009. The Marion County Health and Hospital Corporation issued orders to board, demolish, or rehabilitate vacant and unsafe structures in Indianapolis. A total of 8,558 units were actually addressed with 7,169 units secured by boarding; 542 were demolished and 847 units were repaired. The City exceeded the annual goal by 5,558 units and has exceeded the five-year goal.

### **Increase community building activities to foster Great Indy Neighborhoods Initiative (GINI)**

GINI includes two initiatives created to address differing neighborhood development needs. The Engagement Initiative works with neighborhoods across Indianapolis to identify and develop leaders, connect them to resources, and communicate neighborhood strengths to the rest of the Indianapolis community. The Engagement Initiative also includes training and technical assistance. The Demonstration Initiative works with targeted support for six communities, or Demonstration Areas, by involving staffing for community building and Quality of Life planning. Also included are technical assistance and support, organizational development, and seed funding for the implementation of the Quality of Life Plan through locally funded Early Action Grants.

Relative to the Engagement Initiative, CDBG funds were awarded to the Indianapolis Neighborhood Resources Center (INRC) to train and develop neighborhood leaders. In 2009, 430 people received training from INRC with CDBG funds.

Neighborhoods within the Demonstration Areas began implementation of their Quality of Life Plans in 2009. While this received no direct CDBG dollars in 2009, the three year GINI demonstration process came to fruition with the following activities completed and underway:

#### A. Near East Demonstration Area

The Super Bowl Legacy Project is moving forward has established working committees to support aspects of the Near East Quality of Life Plan, including housing, economic development, a community recreation facility, and special events.

In partnership with United Way of Central Indiana, the Near Eastside formed an education committee to discuss how to move forward the education elements of their Quality of Life Plan.

The neighborhood launched the Near Eastside Orbiter (NEO), a circular shuttle that provides better access to jobs and services for residents, on June 29, 2009.

#### B. Southeast Demonstration Area

Southeast hosted a Redevelopment Strategies class for other community development professionals sponsored by the Indiana Association for Community Economic Development.

The Fountain Square Arts Council developed the designs and marketing materials for an "Art of July" art parade. This was partially funded by local philanthropy through a GINI technical assistance grant. They also developed [www.fsArtscouncil.org](http://www.fsArtscouncil.org) for the Fountain Square Arts Council.

Planning has begun for the East Street and Virginia Avenue corridors.

Volunteers landscaped a connector to the future location of the Cultural Trail.

#### C. West Indianapolis

West Indianapolis stakeholders continue to develop a Community Fund to provide a sustainable source of funding for projects identified in the Quality of Life Plan.

Ball State CAP/IC Center has completed a study of land use changes needed to implement streetscape improvements along Morris Street identified by neighborhood residents. BSU will also develop renderings of the corridor. This information will be used to create a plan for implementing improvements along the corridor.

In June, West Indianapolis celebrated its annual community day event, which brought more than 1,000 people together to learn more about resources within the neighborhood and provided the opportunity for engagement of stakeholders from across the neighborhood.

#### D. BRAG (Binford Redevelopment And Growth) Demonstration Area

Capping off a year-long service learning project funded with the support of State Farm & LISC, students and teachers from Skiles Test Elementary school joined BRAG and the Friends of Skiles Test Nature Park to plant native Indiana plants at the trailhead of the Park in May.

In April, the Metropolitan Planning Organization committed over \$100,000 in funding for a study to determine the location of, and funding sources for a light rail station in the BRAG area that would be accessible by multiple modes of transportation. The location of a light rail station in the neighborhood has the potential to leverage significant resources to implement components of the neighborhood's plan.

#### E. Crooked Creek Demonstration Area

Crooked Creek completed a capacity building assessment (CapMap) of their board development and financial management, which highlighted areas of strength and areas that require further development.

The CDC continues progress on development of its green housing for people with disabilities, with two homes acquired and under construction. The CDC has completed renovations of two homes in its green building program as well.

#### F. Near West Demonstration Area

Hawthorne Center made progress on its public safety goals. It facilitated a negotiated agreement between the owners of Phillips 66 gas station and Long's Bakery in which the Phillips 66 owner committed to several requests for changes in his business practices and how security is managed at his location.

Hawthorne Community Center partnered with a local developer to coordinate comprehensive engagement by the Near West side neighborhoods and to formulate a strategic approach to housing and economic development on the

Near West Side that will be spurred by the redevelopment of the former Central State Hospital grounds.

Hawthorne collaborated with youth services providers on the Near West side and with the Latino Youth Collective to host a Youth Summit. Approximately 40 youth are now involved in neighborhood planning activities.

### **Combine housing opportunities with social and public services**

The Consolidated Plan identifies two strategies to combine housing opportunities with social and public services. First, the City will fund services that are connected to permanent housing. In 2009, 40 percent of the funds allocated for service activities were connected to permanent housing or included outcomes that placed persons/families in permanent housing. In addition, the Consolidated Plan specifies that the City will fund housing development projects that have access to transportation. In 2009, 100% of the housing projects funded with HOME dollars are within a ten-minute walk of public transportation.

The tables below summarize these Consolidated Plan goals and strategies and illustrate the progress that has been made towards each. The final column of this chart represents the percentage of the five-year goal that has been met to date.

**Goal 1:** Increase the availability of safe, decent, affordable housing.

<b>Strategy</b>	<b>2009 Goal</b>	<b>2009 Actual</b>	<b>5-Year Goal</b>	<b>% of 5 Year Goal Met</b>
Rehabilitate substandard units to create rental housing for persons at 0-30% MFI.	75	85	550	109%
Rehabilitate substandard units to create rental housing for persons at 31-80% MFI.	40	125	200	209%
Rehabilitate substandard units to create homeownership opportunities.	33	10	230	30%
Construct new homes as part of a strategic comprehensive development plan to create homeownership opportunities for persons below 80% MFI.	18	20	80	91%
Increase homeownership opportunities for low-moderate income persons through down-payment assistance.	68	60	260	118%
Assist homeowners with repairs to residences.	367	330	1000	149%

**Goal 2:** Prevent homelessness for special needs populations and persons at-risk of homelessness.

<b>Strategy</b>	<b>2009 Goal</b>	<b>2009 Actual</b>	<b>5-Year Goal</b>	<b>5-Year Actual</b>	<b>% of 5 Year Goal Met</b>
Provide emergency rent and utility assistance to persons with special needs and persons at risk of homelessness.	300	4,910	1,500	6,844	456%
Provide supportive services to persons at risk of homelessness or special needs populations to work towards self-sufficiency.	300	11,186	1,400	15,709	1122%
Provide tenant-based and project-based rental assistance to persons with HIV/AIDS.	275	267	1,375	440	32%
Provide short-term emergency assistance to persons with HIV/AIDS.	400	362	2,000	1,364	68%
Provide supportive services to persons with HIV/AIDS.	625	696	3,125	997	32%
Provide housing placement assistance to persons with HIV/AIDS.	20	0	100	318	318%

Please note: All numbers in this table are number of unduplicated persons served.

**Goal 3:** Decrease the number of homeless individuals/families in Indianapolis.

<b>Strategy</b>	<b>2009 Goal</b>	<b>2009 Actual</b>	<b>5-Year Goal</b>	<b>5-Year Actual</b>	<b>% of 5 Year Goal Met</b>
Provide rent assistance to homeless individuals/families.	175	327	700	2,328	333%
Create new permanent supportive housing units for homeless individuals/families through rehabilitation or new construction.	30	20	120	144	120%
Provide supportive services to homeless individuals/families working towards self-sufficiency.	1,000	4,734	4,000	18,434	461%

Please note: All numbers in this table are number of unduplicated persons served.

**Goal 4:** Increase educational opportunities.

<b>Strategy</b>	<b>2009 Goal</b>	<b>2009 Actual</b>	<b>5-Year Goal</b>	<b>5-Year Total</b>	<b>5-Year %</b>
Increase educational opportunities for youth.	1,500	4,881	7,500	11,903	159%
Provide job training to low-moderate income persons.	200	1,361	1,000	6,335	634%

Please note: All numbers in this table are number of unduplicated persons served.

**Goal 5:** Support capital enterprise development for job creation.

<b>Strategy</b>	<b>2009 Goal</b>	<b>2009 Actual</b>	<b>5-Year Goal</b>	<b>5-Year Total</b>	<b>5-Year %</b>
Place low-moderate income persons in jobs.	100	485	500	2,771	554%
For persons placed in jobs, help ensure employment for at least 180 days.	40	354	200	1,681	841%
Create new jobs through new development.	240	0	1,200	1,484	124%
Improve commercial facades and signage for small business owners.	20	5	100	42	42%

**Goal 6:** Eliminate unsafe buildings and sites.

<b>Strategy</b>	<b>2009 Goal</b>	<b>2009 Actual</b>	<b>5-Year Goal</b>	<b>5-Year Total</b>	<b>5-Year %</b>
Eliminate unsafe sites that pose a threat to the environment.	4	5	20	37	185%
Eliminate unsafe structures that pose a threat to public safety.	3,000	9,189	15,000	34,817	232%

**Goal 7:** Increase community building activities to foster Great Indy Neighborhoods Initiative.

<b>Strategy</b>	<b>2009 Goal</b>	<b>2009 Actual</b>	<b>5-Year Goal</b>	<b>% of 5 Year Goal Met</b>
Identify and train neighborhood leaders to take responsibility for building their communities.	0	0	1150	46%
Develop Quality of Life Plans for Indianapolis Neighborhoods.	0	0	6	100%

**Goal 8:** Combine housing opportunities with social & public services.

<b>Strategy</b>	<b>2009 Goal</b>	<b>2009 Actual</b>	<b>5-Year Goal</b>	<b>% of 5 Year Goal Met</b>
Fund services connected to permanent housing	50% of services will be tied to permanent housing programs each year.	40% of services tied to permanent housing.	50% of services will be tied to permanent housing programs each year.	40% of services tied to permanent housing.
Combine housing development with access to transportation	30% of all development projects that receive HUD funding will be within a 10-minute walk of public transportation each year.	100% of housing projects funded are within a 10-minute walk of public transportation.	30% of all development projects that receive HUD funding will be within a 10-minute walk of public transportation each year.	100% of housing projects funded are within a 10-minute walk of public transportation.

# **Housing Issues**

## **Public Housing Initiatives**

2009 marked the completion of several HOME assisted rental projects, including Red Maple Grove. Red Maple Grove was awarded a total of \$3,065,000 for the project. This was a three year project that began in 2006. The project was awarded a HOPE VI grant and resulted in a combination of rental and homeownership opportunities. By early 2009, 165 rental opportunities were created as a result of these awards. 10 of these rentals were designated Market Rate, 97 were Tax Credit, and the remaining 58 were Public Housing. The project reported an 86% occupancy rate for 2008 (143 units). Additionally, a human services program was associated with these units as part of IHA's commitment to providing services to address low-income resident's barriers to self-sufficient housing.

In 2009 the City also completed five additional rental projects. Combined, Spanish Oaks, MLK II Apartments, Mapleton Park, Stetson Senior Apartments, and New Hope III, add 935 units of affordable rental housing to the Indianapolis housing market. Of the 935 units completed in 2009, 80 are designated HOME assisted affordable units.

## **Actions Taken to Affirmatively Further Fair Housing**

The City of Indianapolis released the current Analysis of Impediments to Fair Housing Choice in July of 2004. This document defines fair housing, includes data analyses for Indianapolis, describes citizen input, identifies fair housing impediments, and sets forth an action plan to mitigate fair housing impediments. Specifically, it identifies the following impediments to fair housing choice: racial concentration, affordable housing concentration, minorities' access to credit, discrimination, lack of awareness about fair housing/reporting violations. Each of these impediments is described briefly below.

### **Racial Concentration**

Minority and low-income populations are concentrated within Center Township of Marion County. According to census data, white residents are the most evenly dispersed of any racial or ethnic group, while African-Americans and Hispanics are the least dispersed throughout Marion County.

### **Affordable Housing Concentration**

Overall, Marion County has a good supply of affordable owner-occupied and rental housing. However, most of the county's housing affordable for the very lowest income groups is concentrated within Center Township.

### **Discrimination**

Housing and community development professionals who responded to a mail survey for this report estimated that 25 to 30 percent of the city's residents have experienced some form of discrimination. The most common reasons for discrimination include race, disability, and familial status.

### **Lack of Awareness about Fair Housing/Reporting Violations**

Housing and community development professionals who responded to a mail survey for this report estimated that 60 to 70 percent of Indianapolis residents are unaware of how to report fair housing violations.

While impediments to fair housing do exist, there is also positive news about the state of fair housing in the City of Indianapolis:

- City and housing authority policies do not contribute to fair housing barriers. In fact, City land use policies are largely favorable toward fair housing issues.
- Marion County has a good supply and distribution of affordable housing, especially for households earning between 50 and 80 percent of the area median family income.
- Housing discrimination based on religious preferences and gender appears to be rare.
- The City of Indianapolis has participated in a variety of initiatives to promote fair housing choice.
- The organization in Indianapolis that is dedicated to mitigating fair housing impediments is the Indiana Civil Rights Commission.

In 2009, City HOME funds were provided to low/moderate-income homebuyers in the form of down payment assistance. This assistance increases access to mortgages (credit) and contributes to the building of wealth. HOME funds were also awarded to create rental opportunities outside of Center Township.

The City awarded HOME funds to several organizations, including the Indianapolis Neighborhood Housing Partnership (INHP), King Park Development Corporation, Southeast Neighborhood Development Corporation, Crooked Creek CDC, Martindale Brightwood CDC, to provide down payment assistance to low/moderate-income homebuyers in 2009. 60 homebuyers received a total of \$373,227.27 to assist them with accessing credit and achieving homeownership. These HOME funds leveraged more than \$1,000,000 in private mortgages for these homebuyers.

Also in 2009, Crooked Creek Community Development Corporation continued to use City HOME funds to create affordable rental housing opportunities for low-income persons with physical and/or mental disabilities in Pike Township by rehabilitating a vacant residential unit. This investment will help alleviate the Affordable Housing Concentration impediment identified in the Indianapolis Analysis of Impediments to Fair Housing Choice.

The City's current Analysis of Impediments to Fair Housing Choice includes an action plan to mitigate identified impediments. This plan includes five goals with specific strategies to achieve them. To date the City has accomplished the following:

- Awarded funds to rental projects outside of Center Township.
- Included a minority realtor for Martindale on the Monon, a large housing development project.
- Submitted articles to MIBOR newsletters.
- Developed a flyer with MIBOR for realtors to distribute to their clients.
- Worked with INHP to expand their homebuyer counseling program to include fair housing and foreclosure prevention.
- Continued regional transportation process.

The City will continue its focus on completing the other goals identified in the action plan, which include: (1) establishing a central phone number to call where complainants can inquire about fair housing issues and how to file a complaint and (2) implementing a City marketing plan to educate the public about fair housing and how to file complaints.

## **Actions Taken to Eliminate Barriers to Affordable Housing**

The *2009 Action Plan* identified the three most prevalent impediments to affordable housing in Indianapolis. These barriers included: 1) the high cost associated with development of affordable housing; 2) decreased availability of affordable housing units; and 3) issues of poor credit history for potential homebuyers. The predominant funding source used to address these issues in 2009 was the HOME program.

To combat the obstacle of high costs associated with the development of affordable housing, the City expended more than \$3.3 million of HOME funds to directly offset these costs during 2009. These funds covered a variety of eligible expenses, including land acquisition, site preparation, and direct hard costs.

The second obstacle pertaining to affordable housing was the decrease in the availability of affordable housing stock. Despite its continued classification as an affordable housing market, the population defined as low-moderate income in Indianapolis continues to face difficulty meeting their housing needs in an affordable manner. For housing to be considered affordable, tenants and homebuyers should pay no more than 30 percent of their monthly gross income towards housing costs. The City provided over \$446,932 in HOME funds to provide down payment assistance to homebuyers and tenant based rental assistance to renters. These funds were provided to low-moderate income persons earning less than 80 percent of the median family income.

Finally, the third obstacle identified as a barrier to affordable housing was poor credit history. A poor credit history can have a detrimental impact on a potential homebuyer's chances to receive financing. Additionally, the low-moderate income population is more likely to suffer from a poor credit history than higher income populations. To combat this issue, the City has continued to support and fund the Indianapolis Neighborhood Housing Partnership (INHP), whom offer an array of services to first time homebuyers and low-moderate homebuyers, including classes designed to improve credit history.



# **Special Needs**

## **Continuum of Care**

The Continuum of Care process was restructured in Indianapolis during 2007. It was decided that the Blueprint to End Homelessness Pipeline Committee would become the official Continuum of Care Advisory Board (COCAB). During the previous two years, the Pipeline Committee had served as the Review Committee for the annual Continuum of Care application process. It therefore made sense for the committees to transition into this role. Made up of City staff, staff from the local homeless advocacy group (CHIP), United Way of Central Indiana, Indianapolis Housing Authority, Indianapolis Neighborhood Housing Partnership, Indiana Coalition on Housing and Homeless Issues, Local Initiative Support Corporation, area mental health centers, staff members for the local university school of social work and current and former homeless neighbors, the Board has an elected Chair and Co-Chair. With these changes, the Board plays a more active role in the Continuum of Care throughout the year and not just at review time.

Changes were made so that projects submitting applications to the Continuum of Care would be more in line with the City's Blueprint to End Homelessness. For most of the homeless service providers, this was a drastic change. In keeping in line with the Blueprint and HUD priorities, more emphasis was placed on projects that would provide permanent supportive housing rather than only services. New projects interested in applying for funding under the Continuum of Care will not be able to ask for supportive service dollars. These organizations must now seek other funding sources for supportive service programming. This change helps the City increase their housing to services ratio score during the HUD review process and bring more permanent housing units to the community as called for in the Blueprint to End Homelessness. The largest change that was made two years ago was the decision to remove the Continuum's Supportive Service Only projects in order to improve the chances of the application to meet threshold and secure funding for new projects as well as multi-year funding for other projects. As a result, the 2008 CoC application was fully funded.

Additionally, the COCAB has increased its activity regarding the Continuum of Care process. A workshop was held in 2009 for potential new CoC applications to increase their awareness of the CoC process, what would be expected of applicants, what sort of community partnerships other successful applications are engaged in, and what activities and services would be necessary for organizations to engage in for a potential application.

## **Housing for Persons with AIDS (HOPWA)**

In 2009, the City received \$782,010 in Housing Opportunities for Persons With AIDS (HOPWA) funds to serve the housing and housing related needs of persons with HIV/AIDS and their families. The primary project sponsor for City HOPWA funds in 2009 was the Damien Center, which coordinated services and activities for persons in Marion County as well as eight contiguous central Indiana counties. In an effort to broaden the effectiveness of the City's HOPWA funds, and to better reach under-served populations, the City provided funding to Concord Center. In the past, the City has struggled with recruiting service providers from the seven other counties in its MSA. The reason stemmed from the small numbers of HIV/AIDS clients in outlying counties. As no large client populations exist, localities cannot justify the expense of running a HOPWA program. For 2009, the City granted a small amount of HOPWA funds to the Bloomington Hospital's Positive Link, a comprehensive outreach program that would serve Indianapolis' surrounding counties. The Bethlehem House serves primarily women who are HIV/AIDS positive in the downtown Indianapolis area.

### **The Damien Center**

The largest HIV/AIDS service provider in Indianapolis and the surrounding MSA, The Damien Center received \$592,311 in 2009, which allowed them to serve a total of 721 clients with housing and service needs. 83 clients were also provided short-term rent, mortgage or utility assistance from the Damien Center through the HOPWA program and 62 households were provided tenant based rental assistance. The Damien Center TBRA program is structured so that after two years, a family/client will move from the HOPWA program into housing not subsidized through the HOPWA grant. This program has been met with both success and challenges. The Damien Center is the largest HOPWA service provider with funding for tenant-based rental assistance. Because of this, there is a waiting list for TBRA assistance. When an individual is placed on the waiting list, they are assigned a number 1-4. Anyone given a number one is most in need of housing a number 4 is assigned to someone that may have housing, but would like to relocate. Clients assigned a 1 or 2 are given first priority for TBRA assistance. If the housing situation changes for someone that is assigned a 3 or 4, then they may move up on the list. No one in immediate need of housing is denied assistance. If the client cannot be assisted through TBRA, then they are offered Short Term Rent, Mortgage, Utility Assistance (STRMU) to keep them in their current housing. The Damien Center continues to struggle with finding landlords that are willing to assist clients who receive a government subsidy. Some landlords have a stereotypical view of those who receive help from the government and fear that they will not be a good tenant. The Damien Center and other HOPWA providers continue to educate the community on this issue.

### **Other HOPWA programs**

HOPWA funds for short-term rental assistance and supportive services were also awarded to Concord Community Center in 2009. They received \$103,247. Concord continues to offer a valuable service to the HIV/AIDS clients living on Indianapolis' southwest side. Even though they do not have designated a target area, Concord Center will assist clients that live outside their defined boundaries. When another HOPWA provider runs out of STRMU funds, clients are often referred to Concord, who provided STRMU assistance to 88 clients in 2009. Concord received supportive service funds and was able to place 7 families in permanent housing by providing security deposits or first months rent. Concord continues to see a large increase in clients come through their door looking for assistance who are eligible for HOPWA, and ends up referring many to other providers. In the future, clients south of Marion County can be assisted by Positive Link as an alternative.

Bloomington Hospital's Positive Link is an organization based out of Bloomington, Indiana that has an outreach program that extends into the City of Indianapolis' MSA. Because of the increased number of potential clients in this area, as well as no other agency able to provide HIV/AIDS housing assistance, Positive Link was an excellent fit. They received \$8,880 in 2009, and served 3 clients with TBRA, and 5 in STRMU. Their capacity has increased as a result of this successful program into the City's service area, and will be able to increase their level of involvement in the future.

Bethlehem House is a services-only organization providing assistance to individuals with HIV/AIDS, substance abuse issues, or other psychological issues that spent \$18,871.38 towards housing assistance for women who are diagnosed as HIV/AIDS positive in 2009.

### **Barriers**

Affordable, accessible and safe housing options for HIV/AIDS clients are still major concerns, as well as maintaining the individual independence of those persons who have already established a household.

In 2009, the demand for short-term assistance was much greater than the supply of funds available. All of the City's providers indicated that the short-term assistance they received was utilized much sooner than in previous years. The current state of the country's economy played a large part in the need for larger amounts of assistance across all of the City's grants.

Individuals who are at-risk or HIV positive frequently face numerous barriers to a healthier lifestyle. Daily Living Skills Seminars, which emphasize managing stress, proper health care, basic housekeeping, budgeting, and employment are offered at The Damien Center for any client. Outreach programs also offer a continuum of related services that address these problems through community education, helping to identify HIV status, assistance in dealing, and finding resources to deal with an HIV positive status. The Bridging the Gap program assists individuals by providing HIV testing, HIV/AIDS information referrals treatment, assessments for at-risk individuals.

With a more diversified network of providers receiving HOPWA funds, a larger number of HIV/AIDS positive clients will be able to be served in 2009. This will enable more individuals to receive or stay in their homes, provided much needed counseling and help providers overcome the language barrier and reach out to the hispanic community.

#### **Administrative Oversight**

Through its Consolidated Planning process, the City continues to use Request For Proposals (RFP) to solicit applicants to address the housing needs of HIV/AIDS persons and their families. Developing collaborative partners and identifying additional housing options and support services is still a high priority with the City.

The Human Services Team consists of the Grant Manager and Grant Analyst. Together they share in the responsibility of overseeing HOPWA programs. On a daily basis they discuss the projects and address any concerns that there might be. All HOPWA programs are monitored once a year to ensure the federal and City regulations are being followed. The Grant Manager and Analyst conduct the monitoring visits and review Quarterly Reports. If a project sponsor is struggling or needs any type of technical assistance, a team member will step in to help. The Grant Analyst tracks and analyzes spending patterns to ensure that the project sponsor is spending their money at a rate that will allow them enough funds to last the entire grant year. A project sponsor training is held in January of each year to discuss the responsibility of the project sponsor in regards to grant funds. This will help the project sponsor to better understand their contractual obligations.

#### **Emergency Shelter Grant (ESG)**

The Emergency Shelter Grant program supports the goal of family self-sufficiency outlined in the City's Consolidated Plan. The City was awarded \$371,087 of Emergency Shelter Grant (ESG) funds in 2009, approximately five percent of which was maintained for administration. The remaining funds were distributed to shelters and service providers to assist in shelter operations, homelessness prevention services and a myriad of essential services.

- Salvation Army Social Service - services to victims of domestic violence and families experiencing homelessness.
- The Julian Center, The Coburn Place and Quest for Excellence - services to homeless women and children escaping a domestic violence.
- Gennesaret Free Clinic - respite care to homeless men while they recovered from a severe illness after being released from a hospital or institution.
- Holy Family Shelter, Quest for Excellence and Children's Bureau – shelter services.

ESG funds also provided bus tickets to shelters and missions for transportation that would enable the City's homeless neighbors to seek employment, housing and other resources that they otherwise would not be able to receive due to lack of transportation. Horizon House is a drop in center for homeless neighbors. While at Horizon House, a client can do their laundry, receive mail, met with a case manager or take advantage of many of the other co-located services at Horizon House.

### **Homelessness Prevention and Rapid Rehousing Program**

In 2009, the City of Indianapolis received \$3,942,177 in federal stimulus funds for the Homelessness Prevention and Rapid Rehousing Program (HPRP) designed to relieve stress on those individuals and households adversely affected by the economic downturn. Our Continuum of Care Advisory Board was instrumental in coming up with an effective strategy in structuring this program, taking care to encourage involvement from the community during the implementation and planning period. In conjunction with the State of Indiana, who is providing \$1.2 million to focus specifically on rapid rehousing and clearing our area shelters of those struggling with lower barriers to housing than other clients, the city agreed to grant the United Way of Central Indiana the ability to administer the HPRP program in the Indianapolis area. The United Way then contracted with 18 vendors throughout the City in geographically strategic locations to provide the case management and user-level support needed to successfully expend these federal stimulus dollars in the most efficient way possible.

# **Overcoming Gaps in Institutional Structure and Enhancing Coordination**

In 2009 the Department of Metropolitan Development, like many departments in the City government in Indianapolis and other cities around the country began to increase their efforts to seek new ways to improve effectiveness and customer service while facing the realities of declining funding in the current economy. Several of these steps to make a more streamlined, efficient and effective government are reflected in the internal structures put together in 2009.

## **High-Performance Government Team:**

Based upon feedback both from internal sources and external customer comments and suggestions, the Department of Metropolitan Development recognized a need to re-evaluate how it does its internal business. Using the HOME grant long-term compliance and rental program as a pilot, a group of experts was assembled from outside City government; professional auditors and experts in Six-Sigma procedures from the private sector, called the High Performance Government Team, came together to work with the City HOME grant team to evaluate every step of the process that goes into the administration of the HOME grant from beginning to end as well as external relations with customers and reporting, etc. The goal of this process is to reduce redundancies, gaps and dead-ends in internal processes and provides better, more efficient internal and external services and grant administration. The second goal of this process is to move the concept of the High Performance Government Team to breakdown and analyze all other federal grant procedures, to make the entire department more efficient both internally and externally.

## **Neighborhood Stabilization Grant Project Managers**

In 2009, the city of Indianapolis was awarded \$29million in federal funding as part of the Neighborhood Stabilization Grant (NSP). This funding was primarily designed to deal with abandoned and foreclosed homes and their impact on low-income neighborhoods throughout the City. These funds were given out to six neighborhood organizations in various parts of Indianapolis so they could begin working on larger-scale strategies to help deal with the issues relating to abandoned and foreclosed properties and make neighborhood-level impacts in high-need areas. As part of this very important opportunity, it was realized that a much stronger-than-normal level of communication and contact between these selected neighborhood entities and the DMD, who was responsible to HUD for the administration of the funds, was needed to insure the greatest amount of success. In order to provide this high level of customer service and partner-level interaction, the City issued an RFQ to hire three NSP Program Managers on a contractual basis. These individuals would each work with two NSP neighborhood groups as their sole job responsibility, to be able to make both the City administration of the funds go as smoothly as possible, and to add to the capacity of the neighborhood groups doing the work in the field.

## **Homelessness Prevention and Rapid Rehouse Program:**

Another pool of federal funding that came to the City in 2009 was the Homelessness Prevention and Rapid Rehouse Program grant (HPRP). This was a pool of federal funds designed to help those individuals and families directly impacted by the serious economic downturn and rash of foreclosures and other problems that might cause homelessness or imminent homelessness. Because HUD required a single point of contact for the administration of the funding and the City was not equipped to administer those funds at the time, a partnership was created with the United Way to act as the administrator of the HPRP grant. United Way was already actively participating in the funding of similar projects and had the organizational capacity to provide the necessary administration that both the City and HUD required, as well as the connection with the service agencies in the field.

## **Lead-Based Paint**

In 2009, the Marion County Health Department, in partnership with the City of Indianapolis, continued working on its lead hazard reduction program. MCHD was awarded approximately \$3,000,000 in Lead Hazard Control Grant funds for 3 years, beginning in 2006, and an additional 3-year, \$3,000,000 Lead Hazard Control Demonstration Grant from HUD that began in 2007. This continues the strong efforts that have already taken place for several years, and will continue to protect thousands of Indianapolis children from lead based paint hazards associated with housing. The focus continues to be low-income rental housing, which produces the most cases of childhood lead poisoning in Indianapolis and also single family units where lead-poisonings have occurred, in some cases multiple times. New funding and recognition awarded in 2009 included a \$874,565 Healthy Homes grant (4/09), \$300,000 Lead Outreach grant (11/09), and a \$3, 070,000 Lead Hazard Control grant (11/09) and a special recognition award from HUD in February 2010.

It was determined that the majority of the lead poisonings in children in Marion County come from rental housing problems. As such, our focus shifted to working on large, multi-family housing units in low-income areas. Working through Community Action of Greater Indianapolis and its Weatherization program, and local Community Development Corporations, the City and the MCHD were able to aggressively address the problems of lead hazards in low income housing.

In 2009, MCHD cleared 755 housing units of lead based paint hazards as part of these programs. It also provided 684 risk assessments and issued 83 exterior violations on housing units, many of which are now in the process of being cleared of hazards. Additionally, initial inspections in pre-1978 low-income housing units, and re-inspections of properties that have been cleared of lead hazards previously to insure continued clearance were performed.

10,637 blood lead screenings occurred in Indianapolis as part of the Lead Based Paint program in 2008, most of those on children under the age of 7, primarily through city daycares, door-to-door outreach, Mattel toy recall locations, and IPS and township school and health fairs.

## Leveraging Resources

In fiscal year 2009, the City of Indianapolis partnered with numerous community organizations to fund affordable housing, homelessness prevention efforts and supportive service projects. As a funding agency, the City tries to fill funding “gaps” in the projects of applicants rather than provide the majority of financial support. This policy has allowed the City to maximize the amount of housing and services provided through grant dollars received from the U.S. Department of Housing and Urban Development (HUD).

The City has continued to carry over excess match liability from prior fiscal years. This rollover combined with current year match contributions was able to exceed its 2009 match liability of \$674,201.97. As indicated in the HOME Match Report in Appendix B, \$773,783.00 of 2009 matching funds was made from various sources, such as interest points forgone to favor and assist the home buyers, sweat equity, donated property, materials not acquired with Federal resources. In 2009 the City provided additional training in clarifying, educating, and giving guidance on match requirements to all of its project sponsors and sub recipients.

The United Way of Central Indiana administers Federal Emergency Management Agency (FEMA) funds from the federal government. These dollars along with those from the State of Indiana Emergency Shelter are leveraged against the City’s Emergency Shelter Grant (ESG) to provide meals, other food needs, rent or mortgage assistance and utility payment assistance to emergency housing organizations. By blending funding, homeless service providers are better able to meet the needs of their clients while also offering a variety of essential services.

The City also matches Community Development Block Grant (CDBG) dollars with community partners to enrich the lives of young people. Programs sponsored by organizations like the Indianapolis Foundation, the Lilly Endowment, the Annie E. Casey Fund, the Clowes Fund, the Chrystal DeHann Fund, and the Nina Mason Pullium Charitable Trust, provide summer activities to youth up to age 18 that includes employment training and educational programs.

While these partnerships are significant, the City’s fiscal partners include more than those mentioned above. Many project sponsors utilize funds from other organizations, including their own. The chart on the following page shows the amount of funding from other sources used in collaboration with City grants to realize the goals named in the *2005-2009 Consolidated Plan*.

# **Special Urban Initiatives**

## **The Neighborhood Stabilization Plan:**

In 2008, the City of Indianapolis was awarded \$29,051,059 through the Neighborhood Stabilization Plan program. Authorized under Title III of the Housing and Economic Recovery Act of 2008, the Neighborhood Stabilization Plan program provides grants to State and local communities to purchase foreclosed or abandoned homes and to rehabilitate resell or redevelop these homes in order to stabilize neighborhoods and stem the decline of house values. To secure funding, the City was required to complete a Neighborhood Stabilization Plan in the form of a substantial amendment to the Annual Action Plan. The Draft Plan was completed and made available for public comment on November 12, 2008. Public comments were received and included in the final plan that was submitted to the U.S. Department of Housing and Urban Development on December 1, 2008.

The City convened the Redevelopment Planning Council to determine Target Areas associated with the NSP plan. Approximately 50 Community stakeholders representing a broad cross section of non-profit organizations, businesses, philanthropic groups, neighborhood residents, developers, realtors, governmental agencies and elected officials took part in the process. The group met four times over a six week period to review data, identify priorities, define target areas to concentrate NSP investment, and identify strategies for comprehensive community development. The City reconvened the Redevelopment Council January 28, 2010 to give a status update.

In 2009, the City contracted with 7 partners to assist with the Neighborhood Stabilization Program. These groups will focus efforts in four targeted neighborhoods and have begun planning, acquiring, demolishing and redeveloping housing. In addition, partners have begun outreach programs to attain qualified individuals to purchase vacant, abandoned and foreclosed properties.

## **Indianapolis Low-Income Housing Trust Fund:**

In 2009, the ILHTF released a \$1,800,000 Notice of Funding Availability (NOFA) to provide funding to a wide array of projects aimed at improving the housing situations for low-income residents of Indianapolis.

A total of ten projects received funding through this release:

- Project HOME Indy for the rehabilitation of a multi-bedroom housing facility to house pregnant and post partum teenage mothers and their children and provide parenting and life-skills services
- The John H. Boner Center received a renewal of funding to provide rent and utility assistance for women exiting the Indiana Women's Prison so they can be re-introduced into society and be reunited with family.
- Rebuilding the Wall for the acquisition and rehabilitation of a multi-unity housing building to be used as supportive housing for men existing the corrections system.
- The Mary Rigg Neighborhood Center received funding to help offset rent increases for low-income seniors.
- Partners in Housing received funding to help acquire and rehabilitate two multi-family housing complexes to provide supportive housing for some of the hardest-to-house homeless in Indianapolis.
- The Homeless Initiative Program received a renewal fo funds to provide rent and utility supports to pregnant homeless women and their children as part of their Pre-Natal project.



- King Park CDC received funding to convert housing units in its Unity Park portfolio into low-income homeownership opportunities.
- Partners for Affordable Housing received additional funding to continue its acquisition and rehabilitation of the Caravelle Commons housing development.
- Oasis Christian CDC received funding to provide rent and utility assistance to people in need in the Martindale-Brightwood area.
- The Indianapolis Neighborhood Housing Partnership received support to provide additional capacity-building assistance to local non-profit housing services organizations.

## **Green Home Building**

In 2007, the City of Indianapolis' Department of Metropolitan Development created a 2-year pilot program for HOME Green Building to assess the costs and challenges associated with green building for single family homes. The focus of the program was on three main areas of green building: energy efficiency, indoor air quality, and homeowner education.

Several Community Development Corporations embraced the HOME Green Standards, and participated in the pilot over the last two years. Both rehabilitated buildings and new construction projects were part of the pilot which provided opportunities for education and evaluation of green building practices to the construction managers and other staff of the CDC's and DMD. These projects provided opportunities for discussions about other issues relative to the design and construction of sustainable buildings. DMD determined that the HOME Green Standards were useful in moving the development community towards acceptable sustainable building practices.

Since the HOME Green standards were specific and only applicable in Indianapolis, DMD decided as of 2010, to utilize the US Green Building Council's Leadership in Energy and Environmental Design (LEED) as the guidelines for sustainable building projects that receive HOME dollars. LEED is a third-party certification program and the nationally accepted benchmark for the design, construction and operation of high performance green buildings. LEED gives building owners and operators the tools they need to have an immediate and measurable impact on their buildings' performance. LEED promotes a whole-building approach to sustainability by recognizing performance in five key areas of human and environmental health: sustainable site development, water savings, energy efficiency, materials selection and indoor environmental quality.

LEED is a point system whereby the projects are certified by a trained LEED Professional as Silver, Bronze, Gold or Platinum depending on the score. The project is evaluated based on the points earned by including a variety of sustainable elements into the construction process. The inclusion of energy efficient appliances is foundational for the LEED standards. Additional points are earned for the inclusion of other sustainable elements. At a minimum, projects receiving the additional financial reimbursement from DMD will be required to be built to the Silver LEED standard.

The LEED standards are more encompassing than the HOME Green Standards, thereby allowing the Community Development Corporations more flexibility with the elements that are included into their building projects. For example, a project would earn points for including "green" features such as low VOC paint or bamboo flooring that were not included in the HOME Green Standards. In addition, as "green building practices" becomes the industry standard, utilizing LEED standards will encourage Indianapolis developers and contractors to incorporate these standards into their daily operations.

## Community Development Block Grant

The City of Indianapolis' *Consolidated Plan* identifies two specific areas for directing the course of CDBG activities: housing and community development. Within these two areas, five goals were established in the *2005-2009 Consolidated Plan*.

### **Increase availability of safe, decent, affordable housing.**

The first goal of the *2005-2009 Consolidated Plan* is to promote safe, decent, affordable housing for those families earning less than 80% MFI. To achieve this goal, two specific strategies were funded with CDBG dollars:

<b>Strategy</b>	<b>2009 Goal</b>	<b>2009 Achieved</b>
Rehabilitate substandard units to create rental housing for persons at 31-80% MFI.	40	7
Assist homeowners with repairs to residences.	367	330
<b>Total Units</b>	<b>407</b>	<b>337</b>

In 2009, Southeast Neighborhood Development partnered with Rebuilding Together to provide repairs to housing for people below 80% MFI. A total of ten homes were provided needed repairs, such as painting, roofing, carpentry, and plumbing. Volunteers performed most of the work as allowed by federal and local guidelines. Southeast Neighborhood Development hired a certified contractor who remained on-site to supervise all the work and to assure that all codes were followed. CDBG paid \$13,000 per house for construction costs and for contractors to follow lead-safe work practices in issues affecting any lead-based paint hazards.

As part of the larger allocation of CDBG funding, twenty grants were awarded for homeowner repair of owner-occupied units. A major component of building stronger neighborhoods and preserving homeownership is the repair and maintenance of homes in economically challenged neighborhoods. In 2009 Community Development Corporations and Community Action of Greater Indianapolis utilized CDBG funding to repair 330 owner-occupied units.

### **Prevent Homelessness**

The second goal of our 2005-2009 Consolidated Plan is to minimize the number of people who experience homelessness in Indianapolis. On average, 3,500 people are without basic shelter in Indianapolis on any given day.

ESG and HOWPA funds are utilized to provide emergency rent and utility assistance to persons with special needs and at risk of homelessness, as well as provide supportive services to persons at risk of homelessness, or special needs populations to work towards self-sufficiency. However, many times such persons seeking aid require more than a single payment. The City utilizes CDBG funding to provide supportive services to those at risk of homelessness and to special needs populations to improve their self-sufficiency. In 2009, CDBG grant recipients provided such services to 3,396 individuals, exceeding the goal of 1,000 set in our annual plan.

### **Increase educational opportunities.**

Youth services and job training and placement were two top priorities as identified through citizen input and the consultation process:

<b>Strategy</b>	<b>2009 Goal</b>	<b>2009 Achieved</b>
Increase educational opportunities for youth.	1500	4881
Provide job training to low-moderate income persons	200	1361

Indianapolis allocated \$100,947.00 to provide educational opportunities to at-risk youth during the summer months through the Summer Youth Program Fund, a unified funding partnership between the City and other philanthropic organizations in Indianapolis. In 2009, CDBG funds were allocated to twelve summer youth programs and eleven year around youth programs providing educational, job readiness, summer employment, and drug prevention programs. All told, CDBG-funded programs reached 4881 children in 2009.

In addition, the City spent \$568,000 of CDBG funds for projects that provided job training and placement for low to moderate-income individuals. Thirteen project sponsors assisted 1361 persons with job training and job placement assistance.

### **Support capital enterprise development for job creation.**

Neighborhoods cannot be built, nor do families become self-sufficient, without a flourishing economy to sustain them. Nor can the jobs be simply minimum-wage; minimum wage jobs do not promote self-sufficiency, nor can businesses grow if families are only barely making ends meet. To successfully promote both, CDBG funds were used for improving commercial facades and facility renovation as well as job creation as four parts of an overall strategy for capital enterprise development.

<b>Strategy</b>	<b>2009 Goal</b>	<b>2009 Achieved</b>
Place low-moderate income persons in jobs.	100	485
For those placed in jobs, help ensure employment for at least 180 days.	40	354
Create new jobs through new development.	240	0
Improve commercial facades and signage for small business owners.	20	5

In 2010 two companies committed to creating 71 jobs and retained 8 jobs in the Keystone Enterprise Park, an industrial park in the Martindale Brightwood neighborhood built with CDBG and Section 108 Loan funds.

Also, in 2009 the City awarded \$100,000 of CDBG funds to the Local Initiative Support Corporation (LISC) to provide exterior façade improvements to five commercial/retail buildings located in urban commercial corridors. LISC worked with Community Development Corporations to complete five units in 2009. The nature of LISC's activities results in 18 month contracts, so that this contract will run through June of 2009. It is anticipated that LISC and its partner organizations will complete a total of 5 units with Community Development Block Grant funds by June 30, 2010.

In addition, fourteen grants were awarded for employment services, with the benchmark of placing individuals in jobs, and helping them to retain those jobs with a 180-day retention benchmark. Through their efforts, 1,361 persons received job training, out of which 485 persons were placed with jobs, and of that number 354 retained those jobs for at least 180 days - both numbers exceeded the annual goals for 2009.

### **Eliminate unsafe buildings and sites.**

The City of Indianapolis invested \$2,250,000 in CDBG funds to address unsafe buildings in 2009. As a result, the City was able to board 5430 vacant and unsafe structures and demolish 350. Also as part of the program, non-compliant property owners were required to board 2157 structures, demolish 308, and repair 944. By working in cooperation with the Marion County Health and Hospital Corporation and property owners, the City was able to address 9,189 buildings.

<b>Strategy</b>	<b>2009 Goal</b>	<b>2009 Achieved</b>
Eliminate unsafe sites that pose a threat to the environment.	4	5
Eliminate unsafe structures that pose a threat to public safety.	3000	9189

Continuing a policy started in 2004, the City now includes the cost of demolitions and boarding of buildings on the tax assessments of properties in order to increase the number of owners that will pay for the cost of such activities. Given the success of the past 4 years, the City will continue with this policy in an on-going effort to make the Unsafe Buildings Program self-sustaining.

The other strategy is Indianapolis' Brownfield Redevelopment Program, which has identified nearly 120 properties in need of cleanup and redevelopment in Center Township alone. The areas targeted are former industrial or commercial sites where perceived or real contamination is prohibiting redevelopment. The city's Brownfields Redevelopment Program has planned to utilize CDBG funding to leverage along with other funding sources to assess and clean up a minimum 4 sites per year over the next five years. These efforts contribute to the elimination of unsafe building conditions and environmental hazards. In 2009 the Brownfield Redevelopment Program used CDBG funds to aid a total of 5 brownfield projects. In addition, the program was able to assess contamination on 26 sites, furthering the possibility of remediation and later development. These projects included two Neighborhood Brownfield Initiative (NBI) grant awards to aid local not for profit entities address brownfield redevelopment challenges.

### **Relationship of CDBG funds to the Annual Action Plan**

Each year the City must submit an Annual Action Plan to HUD that details the actions that will be undertaken that year to address the goals of the Consolidated Plan. Throughout the year, a number of changes were made to the anticipated CDBG allocations outlined in the Annual Action Plan. Changes meeting the definition of a substantial amendment were included in the amendment to the City's 2009 Action Plan in September of 2009. Additional dollars available from prior year carry over or projects that did not move forward were reallocated to other projects requesting funding. The chart on the next page illustrates these changes made and offers an explanation for those adjustments.

**Revised 2009 CDBG Activities**

<b>Organization</b>	<b>Project</b>	<b>Original Budget</b>	<b>Revised Budget</b>	<b>Change</b>	<b>Explanation</b>
Community Action of Greater Indianapolis	Preserve Homeownership	\$225,000	\$324,000	\$99,000	Awarded 7 additional home repair units.
Riley Area Development Corporation	Preserve Homeownership	\$241,000	\$307,000	\$66,000	Awarded 4 additional home repair units.
Southeast Neighborhood Development	Preserve Homeownership	\$263,000	\$362,000	\$99,000	Awarded 8 additional home repair units.
BOS Community Development Corporation	Preserve Homeownership	\$182,000	\$248,000	\$66,000	Awarded 6 additional home repair unit.
Westside Community Development Corporation	Preserve Homeownership	\$175,000	\$208,000	\$33,000	Awarded 1 additional home repair units.
Mapleton-Fall Creek Community Development Corporation	Preserve Homeownership	\$230,000	\$263,000	\$33,000	Awarded 3 additional home repair unit.
Unsafe Buildings Program	Secure and Eliminate Unsafe Structures	\$1,250,000	\$2,250,000	\$1,000,000	Additional award enabled 50% more boardings and demolitions.

**Community Development Block Grant - Recovery**

The City of Indianapolis is also utilizing the opportunity afforded it through the American Recovery and Reinvestment Act through CDBG to address the most urgent economic needs present in its community. In the nation's current economic state, unemployment and abandoned/vacant properties are increasingly plaguing the city's neighborhoods already in economic decline. The City is using its stimulus funds to address unemployment, criminal recidivism, brownfield contamination, vacant and abandoned properties, and energy efficiency concerns.

In accordance with the intent and purpose of the stimulus funds, the Brownfields Redevelopment Program is partnering with the Community Development Block Grant Program in conducting large scale contaminated and blighted property clean-up, remediation, and redevelopment. The properties we are remediating and assisting in redevelopment foster criminal activity and further property decay,

and in some instances devalue whole neighborhoods. The surrounding communities have acknowledged the areas as barriers to their economic success, but do not have the funds to initiate appropriate solutions. It is in collaboration with these community partners that the City will implement its plans for revitalization.

In addition to reviving the neighborhoods' property values, the remediated and redeveloped properties will also bring new job opportunities to local residents, help retain existing area businesses, and involve energy efficiency building and rehabilitation practices.

## HOME Investment Partnerships Program

The *2005-2009 Consolidated Plan* identified three housing priorities for the City of Indianapolis: 1) Preservation of Homeownership; 2) Increased Affordable Homeownership; and 3) Increased Supply of Affordable Rental Housing. In 2008, HOME funds were used to increase homeownership opportunities by providing closing costs and down payment assistance throughout Marion County. Increased homeownership was accomplished through the new construction and the rehabilitation of existing affordable housing. Lastly, HOME funds were utilized to increase the availability and quality of affordable rental housing throughout the community.

The City allocated approximately \$550,000.00 of HOME funds for the construction and rehabilitation of two affordable rental housing projects. Of these projects, Hopeside II was also supported by Rental Housing Tax Credits (RHTC).

Development	% of Units Dedicated to Households at or below 50% AMI
Crown Pointe Apartments	45%
Hopeside Apartments II	30%

### Homeownership

Approximately \$1.4 million of HOME funds were awarded to provide 90 homeownership opportunities in 2009. Activities included homebuyer assistance in the form of down payment and closing costs, development costs for new construction and the rehabilitation of existing units for sale.

HOME funds were awarded to community development corporations to acquire and rehabilitate or reconstruct 10 units that were sold to persons earning less than 80 of the area median family income. Also, 20 new units were constructed for additional affordable homeownership opportunities.

60 families at or below 80 percent of the area median family income were assisted through down payment and closing cost assistance, grants, loans and homeownership training. Homebuyer subsidies are generally provided by the Indianapolis Neighborhood Housing Partnership (INHP.) Recipients of subsidies from INHP, many of which were first time homebuyers, were required to participate in the organization's Home Ownership Training (HOT) course.

### Affirmative Marketing

The HOME program requires that affirmative marketing steps are taken by participating jurisdictions when using HOME funds for rental or homebuyer projects that contain five or more HOME-assisted units. Affirmative marketing steps consist of actions to provide information and attract eligible persons in the housing market to available housing without regard to race, color, national origin, sex, religion, familial status or disability.

Methods for informing the public, owners and potential tenants about federal fair housing laws and the participating jurisdiction's affirmative marketing policies consist of several activities. This includes the use of the "Equal Housing Opportunity" logotype or slogan in press releases and solicitations, commercial media, community contacts and the display of fair housing posters in public areas of

offices. In addition, affirmative marketing requires that applications be solicited from persons in the housing market area who are not likely to apply for the housing without special outreach. The use of community organizations, places of worship, employment centers, fair housing groups or housing counseling agencies are recommended ways to reach these groups.

In 2009, project sponsors were given a copy of the Grant Management Policies and Procedures, which provides ways of meeting the goals of affirmative marketing, as well as the federal regulations required by HOME. The requirements were included in all HOME agreements and therefore contractually binding. HOME Team insured that the project sponsors were reaching out into the community through the use of affirmative marketing techniques in compliance with HUD regulations. Once again several of the 2009 contracts complied and fell within the affirmative marketing threshold. The City of Indianapolis diligently reviews affirmative marketing practices of its partners. Affirmative marketing is a subject matter that continues to be an agenda that will always be monitored in order to satisfy federal regulations on all projects. Documentation detailing affirmative marketing efforts continues to be required to meet federal regulations.

The City monitors all project sponsors annually. One aspect of the monitoring visit is to determine if the project is in compliance with the affirmative marketing requirements. The City requests copies of housing advertisements or marketing material from project sponsors that include the equal housing opportunity logo or slogan. In addition, the City verifies that fair housing posters are displayed publicly within the project sponsor's office. The project sponsor is also required to provide a description of what actions are taken to affirmatively market HOME-assisted housing if the number of units exceeds five.

## Inspections

The City had a total of 56 active HOME-assisted rental projects in its inventory in 2009. Over 225 HOME-assisted units were physically inspected for Property Standards compliance and reports issued. Annual Recertification's of tenant income and occupancy for all active rental projects with HOME-assisted units were reviewed during the time on-site tenant file reviews were conducted.

## Minority Outreach

The City encourages that efforts are made to utilize minority and women-owned businesses in all contracts entered that facilitate affordable housing activities. This minority outreach program ensures the inclusion, to the maximum extent possible, of woman and minority owned businesses. The following chart depicts the contract and subcontract amounts awarded to minority (MBE) and women business enterprises (WBE) in 2009.

Type of Contract	Total Dollar Amount	Amount to MBE	Amount to WBE	Percent of Total to MBE/WBE
Contract	\$776,662.11	\$96,971.00	\$60,000	20%
Sub Contract	\$608,580.68	\$40,177.00	\$0	7%

The HOME program's goal of improving the utilization of minority and women-owned businesses for purchases, consulting services, construction and economic development projects has been successful; however, the objective to make Indianapolis a city where all people have an equal opportunity to participate in business activities continues to be a focus.



HOME promotes minority and women-owned business participation through all HOME project agreements, which stipulate that project sponsors shall use their best efforts to use minority businesses as defined by and in compliance with the City-County General Ordinance No.125.

The City will continue to evaluate this process and make appropriate changes in order to maximize MBE/WBE participation in federally funded projects and will continue to improve its efforts in regards to minority and women-owned business outreach.

### **Tenant-Based Rental Assistance**

The *2005-2009 Consolidated Plan* states, as part of its anti-poverty and homeless strategy, that the needs of the homeless and at risk populations attempting to achieve self-sufficiency may be served by providing additional affordable rental opportunities. In 2009, the City of Indianapolis continued its regular partnership with Gennesaret to provide \$20,000 for Tenant Based Rental Assistance (TBRA) to individuals at or below 30 percent MFI as part of their Health Recovery Program.

With this program, low-income households on the verge of homelessness (0-30 percent MFI) who are being discharged from the hospital, receive rental assistance for a period of twelve months. A one-time renewal is possible based upon income and participation in a self-sufficiency program. The Health Recovery program involves the development of a plan that builds upon an individual's strengths by coordinating supports such as case management, skill enhancement, continuing education, employment services, and mentoring programs. Program participants must comply with all aspects of the plan in order to continue receiving TBRA assistance.

During 2009, HOME funds were awarded to Gennesaret Free Clinic to provide rental assistance to ten men in need of supportive health care services. The mission of Gennesaret is "to provide competent, compassionate and accessible health care services to homeless and poor persons in our community and to respect the dignity of those who have been neglected." This particular award assisted men in transitional housing units while providing them with health services that are vital to their success in the program.

## Self Evaluation

All major goals regarding the expansion of safe, decent, and affordable housing have been met or, in some cases, greatly surpassed, with the exception of activities designed to create homeownership units through new construction or acquisition/rehabilitation. There are a number of variables contributing to this, ranging from high construction costs to a national decline in home sales. In addition, the City counts homebuyer units completed when they are sold to eligible homebuyers. Additional units have been rehabilitated and constructed, but not yet sold. The City of Indianapolis, along with most of the country, has experienced a declining housing market and few units are selling.

Although construction and acquisition/rehabilitation numbers are below projected targets, the City is has surpassed its five-year goal to increase homeownership opportunities through down payment assistance. This will continue to be a major factor in moving low and very low-income families into homeownership as the economic conditions continue.

The Consolidated Plan includes the goal to prevent homelessness for special needs populations and persons at-risk of homelessness. The City has identified six strategies to work towards this goal and has exceeded the benchmarks to provide emergency rent and utility assistance, provide supportive services to this population, and to provide housing placement assistance to persons with HIV/AIDS. In late 2006, the City amended its Consolidated Plan to include specific strategies and benchmarks for persons with HIV/AIDS. When this was done, benchmarks were projected for a five-year period. However, there were only three years remaining to report data for the current five-year plan.

The City has far exceeded all of the benchmarks related to job training, placement and retention. This is attributed to the fact that the City funded new project sponsors that have higher levels of capacity and the ability to leverage federal resources to assist more clients.

Overall, the City achieved or exceeded the goals identified in the Consolidated Plan. Looking forward into the next five-year period, the need for the projects and programs funded with federal resources continues to rise. The City will continue to work with its private and public community development partners to leverage resources and meet the increasing needs of our community and residents.